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INTELLIGENCE COMMUNITY PERSONNEL STUDY
TRAINING AND CAREER DEVELOPMENT:
MILITARY SERVICE INTELLIGENCE ORGANIZATIONS

Training Policies: The DoD-wide Intelligence Career Development Program (ICDP) provides a policy framework and implementing guidelines for training and career development of civilians working for military intelligence organizations and the Defense Intelligence Agency. ICDP objectives are to: provide all career general intelligence civilians with opportunities for education, training, rotation and promotion; develop a long-range career program; and promote mobility. The Director, DIA is the executive agent for developing the ICDP and for operating a referral system (DISCAS) for general intelligence billets and personnel.

Self-development is seen an element of training and is encouraged. By regulation, however, supervisors are assigned principal responsibility for assessing the training needs of subordinates and for preparing development/training plans for subordinates who, for their part, may elect to take part in preparing the plans.

Training of military intelligence civilians strictly conforms to the Government Employees Training Act which forbids government support of training that is not job-related or is for the purpose of obtaining a degree.

Training Programs for US Army Intelligence: There are approximately 5,000 civilians in Army intelligence work. About one-third come under the Deputy Chief of Staff for Intelligence and the subordinate Army Intelligence Agency, an intelligence production activity. Another one-third are under the Vice Chief of Staff in the US Intelligence and Security Command, primarily a collection activity. The remaining third are scattered among Army commands and activities around the world. Army intelligence civilians are supported by approximately 140 Civilian Personnel Offices (CPOs).

With minor exception, training is conducted by organizations outside the control of Army intelligence. General intelligence training is given at the US Army Intelligence Center and School at Fort Huachuca, primarily for uniformed personnel who need tactical intelligence skills. Cryptologic-related training is conducted at Fort Devon; both are part of the US Army Training and Doctrine Command. Training for strategic and joint intelligence work is provided through a variety of programs, including the military service schools, the Defense Intelligence College, other government schools, universities and vendors.

Statistics for training given all Army intelligence civilians are not available. However, a group of 900 civilians in the Washington area received an average of almost six days training

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during Fiscal Year 1987; this was spread across 1200 enrollments. Registration of Army civilians in training is handled through the decentralized CPO system, except for training over 120 days which is centrally administered and funded.

Training Programs for US Navy Intelligence: An estimated 2,200 civilians perform Navy intelligence work. In conformity with the Navy's organizational pattern, intelligence is centralized under the Director of Naval Intelligence and the subordinate Naval Intelligence Command, the Navy Security Group, and Fleet Intelligence Centers. Personnel management of intelligence civilians is also quite centralized.

Navy personnel receive general intelligence training at the Navy Marine Intelligence Training Center in the Norfolk area and cryptologic training at Pensacola; both are part of the US Navy Training and Education Command. Like the Army, strategic and joint intelligence training is provided through a variety of programs outside Naval Intelligence. During Fiscal Year 1987, Naval Intelligence Command civilians averaged slightly over one day of training, and the Command expended \$850,000 for external training of uniformed and civilian personnel.

Training Programs for US Air Force Intelligence: Civilian employees in Air Force intelligence or intelligence-related work total around 2,000. They are concentrated in the Air Force Intelligence Agency, the USAF Electronic and Security Command, and the USAF System Command's Foreign Technology Division.

Training in general and technical intelligence skills is centered at Goodfellow AFB, a part of the Air Training Command. Emphasis is on tactical intelligence courses for uniformed personnel. With minor exception, training for strategic and joint intelligence is provided by programs outside the Air Force.

Overall Evaluation of Training of Military Service Civilians: Given the range of training courses and the geographic distribution of personnel, it is difficult to obtain an overall perspective of the training which military service intelligence civilians receive. Intelligence service personnel representatives are generally satisfied with the quality of training, but believe that there are many gaps in the training and that the opportunities for training of civilians are much too limited. To cite just one example, most new civilian hires do not now receive basic orientation to the intelligence functions of their service, the larger defense intelligence picture or the national-level Intelligence Community. Figures on funds expended on external training of all military intelligence civilians are not available, but available data indicates that they are more limited than similar expenditures for CIA and NSA employees.

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Intelligence staff regard the mandatory training courses specified in the ICDP for different intelligence specialists at various grade levels as only a set of general guidelines. The services do observe the OPM requirement that new supervisors be given 40 hours of management training within 60 days of becoming a supervisor.

Career Development for Army, Navy and Air Force Intelligence: The career development policies and guidelines in the ICDP are supplemented by regulations and programs of each military service. Regulations for each system call for a training and education plan -- generally a compilation of enrollment needs -- and a training/development plan for each individual. Rotational assignments are also specified as a means of career development.

Overall Evaluation of Career Development: The placing of almost total career development responsibility on the supervisor has created a system which exists largely on paper. Thus, linkage between training and career development is tenuous at best. A supervisor who takes career development seriously faces a conflict of interest when considering the career development of an employee with high potential. Implementation of a development plan involving extended training and/or rotational assignment(s) means the temporary loss of the employee's services and is usually followed by permanent loss through transfer of the employee to another organization.

Many military intelligence managers see themselves as running "farm teams" for DIA, contractors, NSA and even CIA. For example, the Exceptional Analyst Program sponsored by the Intelligence Community Staff in past years is regarded in some organizations as a de facto CIA recruiting channel. Other factors in the movement of personnel to the three large intelligence agencies include the disparity in the numbers of higher grades, and the pattern -- less frequent today than in the past -- for officer generalists on tours of duty to occupy the "on top" management positions and for civilians to be lower graded "on tap" experts.

Related Planning Processes: How well training and career development support mission accomplishment is difficult to judge. There is no data on workforce planning and succession planning.

Issues and NAPA Staff Views: The Intelligence Authorization Act of 1987 authorized the Secretary of Defense to establish a separate excepted service civilian personnel management system (CIPMS) for the intelligence communities of the Army, Navy and Air Force. Service representatives expect the new system to improve the training, development and career management of military intelligence civilians and to bring the ICDP closer to achievement. NAPA Staff suggest that the NAPA Panel register support for full and early implementation of CIPMS.

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Even with the plans for implementing CIPMS, civilian career development within military intelligence will remain the principal responsibility of supervisors who receive little professional assistance. Career development would be strengthened if a central staff capability for planning, consultation and training of supervisors on career development matters were established within each of the three services' principal intelligence units. Such a staff could be tasked to "drive" the career development process and particularly to assist supervisors. NAPA Staff suggests that the NAPA Panel consider a recommendation along these lines.

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